

## Summary of Terminal Evaluation

<b>1. Outline of the Project</b>	
<b>Country:</b> the Republic of Indonesia	<b>Project Title:</b> INTEGRATED PLAN FOR JUNIOR SECONDARY EDUCATION IMPROVEMENT IN SOUTH SULAWESI (PRIMA-Pendidikan)
<b>Issue/Sector:</b> Basic Education	<b>Cooperation Scheme:</b> Technical Cooperation
<b>Division in Charge:</b> Indonesia Office (Makassar Field Office)	<b>Total Cost:</b> JPY 225million
<b>Period of Cooperation:</b>	<b>(R/D):</b> from December 2007 to November 2010
	<b>Partner Country's Implementing Organization:</b> Ministry of National Education , South Sulawesi Province
	<b>Supporting Organization in Japan:</b> International Development Center of Janapn
	<b>Related Cooperation:</b> Regional Education Development and Improvement Program (REDIP)
<p><b>1-1. Background of the Project</b></p> <p>After achieving the 100% gross enrollment rate (GER) for primary education during the 1980s, the Government of Indonesia (GOI) shifted its focus onto Junior Secondary Education (JSE) in order to accomplish the nine-year compulsory basic education by 2008. However, since this goal was not reached by the target year, GOI instead set 95% GER for JSE to be achieved by 2009 (85.22% in 2005).<sup>1</sup> In contrast to this significant progress in access, education quality is lagging behind. It is widely acknowledged that in Indonesia quality of education remains low, falling behind the enrollment expansion. Since GOI decentralized its administrative and financial systems in January 2001, local governments in Indonesia have been responsible for the provision and finance of compulsory basic education. Local governments including those in South Sulawesi Province are struggling to find an appropriate approach to play their roles effectively, but up to now their performance is not optimal due to their limited capacity and experience. In the decentralization era, it is important for the local government to apply a bottom-up approach in dealing with the community and school levels, because they (community and school) know their needs, problems and solutions best. This has been shown by a JICA-supported program called Regional Education Development and Improvement Program (REDIP), which was implemented in North Sulawesi, Central Java and Banten Provinces in 1999-2008. REDIP proved that community and school actually have capacity and resources to improve education, if they are given opportunities to do so.</p> <p>To assist Indonesia's development further, the Government of Japan (GOJ) has decided to increase its assistance to Eastern Indonesia, which is the least developed region of Indonesia. The assistance will concentrate especially in South Sulawesi Province, because it is the hub of Eastern Indonesia and can play a crucial role in leading social and economic development of the region. It is expected that Japanese assistance to South Sulawesi Province will bring impact not only on South Sulawesi but also on the whole of Eastern Indonesia. In collaboration with the Japanese ODA Task Force, South Sulawesi Provincial Government developed the South Sulawesi Province Regional Development Program (SSPRDP), which consists of three strategic sub-programs: 1) urban development as a driving force for provincial regional development, 2) well-balanced economic development, and 3) social empowerment. Basic education is an</p>	

important component of the third sub-program, along with primary health.

As for basic education, South Sulawesi Provincial Government has set year-by-year targets to achieve the national goal of nine-year compulsory basic education by 2009. However, the provincial record of JSE-GER for 2005 was 76.32%, nearly 10% lower than the national average for that year. A steep uphill task is ahead. In fact, the Baseline Survey on Basic Education and Primary Health covering 23 districts/municipalities in South Sulawesi, conducted by JICA Makassar Field Office (MFO) in September and October 2006, also reveals that a still significant number of school-age children are not enrolled in JSE. Education quality is a serious concern as well. While the UN (national graduation exam) score of South Sulawesi in 2005 was slightly higher than the national average, it is still necessary to provide in-service teacher training in order to achieve the national goal of higher education quality. Recognizing the urgent need to find an appropriate approach to improve JSE using a bottom-up approach, South Sulawesi Provincial Government requested GOJ to provide assistance through JICA, which has successful experiences of bottom-up JSE improvement in other parts of Indonesia through REDIP. In response to the GOI's request, JICA sent a preliminary study team from May 27 to June 11, 2007. After discussing the concept of the possible assistance with South Sulawesi Provincial Government and relevant stakeholders, South Sulawesi Provincial Government and JICA agreed to implement the Project for the Integrated Plan for Junior Secondary Education Improvement in South Sulawesi (hereinafter called as "the Project," "PRIMA Pendidikan" or "PRIMA-P" in short), and signed the Minutes of Meeting (M/M) with South Sulawesi Provincial Education Office on June 7, 2007. The Record of Discussions (R/D) to start the Project was officially signed between JICA, Provincial Education Office and BAPPEDA of South Sulawesi Province on August 24, 2007. Based on the M/M and R/D above, JICA sent the JICA Expert Team in December 2007 to initiate the Project.

## **1-2. Project Overview**

### Overall Goal

a model for integrated Junior Secondary Education improvement in terms of quantity, quality and management is disseminated to other districts of South Sulawesi province.

### Project Purpose

a model for integrated Junior Secondary Education improvement in terms of quantity, quality and management is developed in the target districts.

### Outputs

Output 1: Mechanism for community participation for JSE schooling is established.

Output 2: Mechanism to improve teaching-learning process is developed.

Output 3: Capacity to manage and administer education improvement activities of educational officers in district and provincial governments will be developed.

### Inputs

#### Japanese Side:

Short-Term Experts: 9 experts                      Equipment: Rp.205,340,500

Training in Japan: None (16 C/Ps participated in Young Leader Training Program)

Local cost: JPY 44,113,948

#### Indonesian Side:

C/Ps: 17 persons at provincial level, 78 persons at district level

Office and facilities

Operational costs

<b>2. Evaluation Team</b>		
<b>Members of Evaluation Team</b>	<p>Indonesian side:</p> <p>Dr. H. A. Irawan Bintang, MT, Head, Human Resource and Institution Division, Provincial BAPPEDA of South Sulawesi Province</p> <p>Dr. Ruslan, Expert, Provincial Education Office, South Sulawesi Province</p> <p>Drs. H. Rappe, M. Pd, Head, Madrasah and Islamic Education Division, Ministry of Religious Affairs, South Sulawesi Province</p> <p>Japanese side:</p> <p>Leader: Mr. Tomoyuki TADA, Senior Representative, JICA Indonesia Office</p> <p>Education Policy: Ms. Tomoko MASUDA, JICA Expert, Directorate General for the Management of Primary and Secondary Education, Ministry of National Education, Indonesia</p> <p>Cooperation Planning: Ms. Yoko TANAKA, Project Formulation Advisor, JICA Makassar Field Office</p> <p>Evaluation Analysis: Ms. Yuko OGINO, Senior Consultant, KRI International Corp.</p>	
<b>Evaluation Period</b>	from 3 to 15 October 2010	<b>Type of Evaluation:</b> Terminal Evaluation
<b>3. Results of Evaluation</b>		
<b>3-1 Confirmation of Results</b>		
<b>(1) Achievement of the Outputs</b>		
<b>Output 1 (Mechanism for community participation for JSE schooling is established)</b>		
<p>Output 1 is considered to be achieved. Both Indicator 1.1(Non-school members of TPKs and School Teams account for at least 20% of the total members) and 1.2(Number of activities to promote communication between school and community accounts for at least 10% of the total number of activities.) are achieved and Indicator 1.3 (Number of proposal reflected cross field activities between education and health.) can not be measured due to the absence of target figures in PDM but the actual performance was confirmed. While there were 15 health education activities in Cycle 1, there was an increased in Cycle 2 &amp; 3.</p>		
<b>Output 2 (Mechanism to improve teaching-learning process is developed.)</b>		
<p>Output 2 is considered to be nearly achieved. Both Indicator 2.1(Strategy for improving teaching-learning process is clarified.) and 2.2 (Sub-district based MGMP is held at least once a month.) are achieved and indicator 2.3(Percentage of teachers who have changed teaching-learning process after MGMP/lesson study accounts for 50%.) is Nearly achieved.</p>		
<b>Output 3 (Capacity to manage and administer education improvement activities of educational officers in district and provincial governments will be developed.)</b>		
<p>Output 3 is considered to be nearly achieved. Both Indicator 3.1 (KIT is established and functions with district budget.) and 3.2 (KIT is able to clearly present the model to district stakeholders and others.) are achieved and Indicator 3.3 (Roles and responsibilities of the Provincial Government in disseminating the model are agreed by stakeholders of the province and the Project.) are partially achieved.</p>		

## **(2) Prospect of Achieving the Project**

Since all the indicators (1: Guidelines for action plan activities are developed and implemented., 2: Percentage of the action plan funding disbursed by target district governments increases year by year toward the end of the project., and 3: Target district governments secure funds for implementing the model in target and/or non-target sub-districts by the end of the Project.) are achieved at the time of terminal evaluation, Project purpose will likely achieved at the time of project completion.

### **3-2. Summary of Evaluation Result**

#### **(1) Relevance**

Relevance is considered to be High for the following reasons.

Necessity: PRIMA-P is in line with the needs of South Sulawesi Province as well as target groups (Provincial and District Education Officers, Schools, Communities and other stakeholders in the Project sites).

Priority: PRIMA-P is consistent with both Indonesian overall development policies such as Mid-Term National Development Plan (RPJMN 2004-2009 and 2010-2014) and its national educational development policy (MONE's RENSTRA 2004-2009 and 2010-2014). PRIMA-P is also in line with Strategic Plan for Year 2006-2009 and renewed one for year 2010-2014 which were specified by Provincial Education Office. The Project is consistent with Japan's Country Assistance Strategy (CAS) for Indonesia (2004) as well as JICA's country policy and strategies for Indonesia (2006); where education sector was prioritized as a part of South Sulawesi Regional Development Program assisted by JICA.

Appropriateness of approach: PRIMA-P's approach (integrated approach of REDIP-based PSBM and SISTTEMS-based Lesson Study) is appropriate. Both PSBM and Lesson Study are effective to improve education as evidenced in the past experiences of REDIP and SISTTEMS. PRIMA-P is also complemented by and has synergy effects with other programs.

#### **(2) Effectiveness**

Effectiveness is considered to be High at district level (including sub-district and school) for the following reasons:

Achievement of Project Purpose: Project Purpose is likely to be achieved in the light of 3 objectively verifiable indicators by the end of the Project as described earlier. Project Purpose focuses on the district level attainment, and the Project has been effective in developing model at the district level to reach out to schools and communities. However, in spite of the fact that the Project has been implemented with an expectation to have synergy effects of combining PSBM and Lesson Study, PDM does not capture indicators to assess such effects. Details are described in "Lessons Learned".

Distinct effects of PRIMA-P :

PRIMA-P has an ability to motivate a wide range of people through their experiences in Action Plan Activities. The mechanism could allow people to practice democratic and rational decision-making process. PRIMA-P has effectively broken down the administrative barrier between SMP and MTs. SMP and MTs could collaborate each other for the first time under TPK.

PRIMA-P has nurtured mutual trust among the education stakeholders by adopting strict transparency rules in the Action Plan Activities.

PRIMA-P has facilitated the stakeholders in developing their capacity to decide and execute everything by themselves in the process of planning and implementing activities using the block grant.

Important Assumption: The Project has faced frequent changes of C/Ps in KITs (Jenepono and Wajo) as well as a working level focal C/P in Provincial Education Office. However, such changes did not cause serious problems hampering the achievements of the Project Purpose.

### **(3) Efficiency**

Efficiency is considered to be High for the following reasons:

Achievement of Outputs: All the Outputs 1-3 have been achieved with one reservation in the attainment of Provincial Government agreement regarding their roles and responsibilities of disseminating the model (Output 3, objectively verifiable indicator 3.3) as described earlier.

Inputs from Japanese side: All the inputs have been appropriate overall, including Japanese Experts and FCs as well as equipments and operational costs in terms of quantity, quality and timing. There are a few points to be noted as follows:

Inputs from Indonesian side: C/Ps, office space and operational costs have been provided appropriately except for the budget allocation at Provincial Education Office.

Use of experiences and resources from other projects: As mentioned earlier, experiences and resources accumulated in REDIP and SISTTEMS as well as present PELITA have contributed to increase efficiency in PRIMA-P.

### **(4) Impact**

Prospect for achieving impact is considered to be High for the following reasons:

Prospect of achievement of Overall Goal: Overall Goal is partially achieved as described earlier. PRIMA-P has already been introduced to some of the non-target districts by way of workshops conducted by Provincial Education Office, technical exchange programs and visits by FEP Team.

Positive impact brought by PRIMA-P:

PRIMA-P has contributed to streamlining district educational administration. C/Ps have started adopting formats of school and financial plans that Project developed. KIT is expected to be expanded to include concerned stakeholders, such as FEP Team, BOS Team and so forth, into one forum.

Core principles and good elements of PRIMA-P have been reflected on the process of revising FEP guideline.

Moreover, C/Ps intend to widely introduce PRIMA-P to elementary and high school levels. (Jenepono) LPMP has an idea about introducing Lesson Study to South Sulawesi Province through making best use of resources such as facilitators trained in PRIMA-P and reference sites of 3 target districts.

### **(5) Sustainability**

Sustainability is considered to be Highly Potential if technical assistance is provided for the following reasons:

Policy aspect: Policy environment relevant to PRIMA-P model is expected to continue in terms of educational development, decentralization policy and regional development policy as described earlier.

Institutional aspect:

Continuation and Expansion to non-target sub-districts: All the 3 districts have clear idea about function of KITs. They plan to reorganize KIT membership and cover all the education related stakeholders. Notable points here is that KITs are being institutionalized in the present educational administration structure after the Project. As for TPKs, it is still unclear that they will continue to function fully in all the 3 districts.

Expansion to non-target districts: Head of Provincial Education Office confirmed that they will perform a role of facilitator to disseminate the good elements of PRIMA-P to non-target districts. Combined with socialization of FEP, PRIMA-P model will also be introduced to non-target districts, which already started in 2 districts (Sidrap, Parepare). In addition, outputs of PRIMA-P such as formats of school and financial plans have started to be utilized in educational administration at district level (Jenepono), which is a sign of institutionalizing good practices of PRIMA-P.

Technical aspect:

Continuation and Expansion to non-target sub-districts: All the 3 districts have sufficient understanding of PRIMA-P model. However, they have not become technically sufficient in facilitating and supporting school operations of PRIMA-P model. Generally speaking, schools in target districts have gained experiences to be able to continue the activities of PRIMA-P. Regarding Lesson Study, pilot schools and MGMPs will be able to manage to continue. There are also cases that Lesson Study has been expanded to non-target areas. However, technical assistance is required to assure the quality. It would be difficult without technical support to keep upgrading their knowledge and skills of Lesson Study activities.

Expansion to non-target districts: Provincial Education Office is able to introduce good practices of PRIMA-P with basic understanding of the effectiveness of the PRIMA-P model. However, they are not able to provide technical support independently. It would be possible, if they outsource such services.

Financial aspect:

Continuation and Expansion to non-target sub-districts: All the 3 districts have already secured funds for FY2010 (approved) and are proposing for FY2011 as well. Funds for FY2010 include, among others, KIT operational costs and cost for expansion to new sub-districts. In addition, they mentioned they would use BOS and FEP funds available for primary and junior secondary schools.

Expansion to non-target districts: Provincial Education Office expressed to allocate budget including the cost for technical assistance.

### **3-3. Factors that Promoted Realization of Effects**

#### **(1) Factors Concerning to Planning**

Utilizing resources and experiences from other Projects: PRIMA-P has benefitted a lot from the long experiences of former education projects REDIP (for PSBM) and SISTTEMS (for Lesson Study). Present PELITA also has provided opportunities to PRIMA-P C/Ps to gain hands-on experiences as well as insight into the PRIMA-P model.

#### **(2) Factors Concerning to the Implementation Process**

MONE's policy and BERMUTU: MONE's policy to introduce Lesson Study nation-wide as well as BERMUTU in developing capacity of teachers have contributed to raising motivation to introduce Lesson Study in PRIMA-P sites.

### **3-4. Factors that Impeded Realization of Effects**

#### **(1) Factors Concerning to Planning**

Time constraint in Cycle 1: The cycle 1 was completed in a short period as the Project started in December 2007 (delayed by 3 months from planned in R/D). There were only 7 months to establish KITs, TPKs, School Teams and to complete all the tasks by the end of school calendar year, June 2008. As a result, socialization was not sufficient and concept/philosophy of PRIMA-P was not fully understood by

stakeholders in Cycle 1.

## **(2) Factors Concerning to the Implementation Process**

Misperception on “Free Education”: There has been a misperception about “Free Education” with regards to its stance on community participation. People received a wrong message that “community participation was no longer required”. Due to such misunderstanding, the Project implementation was affected negatively in increasing community participation.

Weak communication at provincial level: Communication between JICA Expert Team and C/Ps at provincial level was not sufficient. Because of this, it took time for Provincial Education Office to take a leadership in supporting and expanding PRIMA-P model after the Project. If both sides have had more intensive communication, Provincial Government would have acted earlier.

## **3-5. Conclusion**

The Project has almost achieved the initially targeted purpose and the Project Purpose is seemed to be achieved at the time of the project completion. As for Five Evaluation criteria, Relevance, Efficiency, Impact has been evaluated as High, Effectiveness has been evaluated as “High at district level (including sub-district and school)”, and Sustainability as “Highly potential if technical assistance is provided.”

## **3-6. Recommendations**

The following issues are discussed as recommendations;

### **(1) For Target Districts**

To develop an operational program that districts can handle within their capacity and to consider carefully the coverage or size of the program, how much technical support is necessary for experienced sub-districts and new sub-districts and who will take this task.

### **(2) For South Sulawesi Province**

To continue disseminating good lessons from PRIMA-P, since community participation, bottom-up planning, and involvement of all stakeholders are the main strengths of the Project from the provincial point of view and the idea of individual introduction seems feasible

To conduct intensive socialization for the Program for more effective utilization and better management of the funds.

### **(3) For JICA**

To consider the possibility and enhance with relevant authorities of utilizing field consultants for ensuring sustainability.

To be expected to monitor the progress of the Project after its completion with other project including PELITA project.

## **3-7. Lesson Learned**

### **(1) Mechanism that Contributed Achievement of the Project**

The Project has achieved some education improvement in the 3 districts in the following areas

Quantity: increased enrolment, decreased drop-out;

Quality: increased UN score, improved teaching-learning processes;  
Management at school levels: democratic decision-making, transparent financial management, increased community participation, increased motivation and ownership, better collaboration with MONE schools and MORA schools;  
Management at district level: increased motivation, better collaboration among district education stakeholders, increased planning capacity.  
These improvements can be attributed to the mechanism employed by the Project such as:  
Two-level (schools and sub-district level) intervention;  
Creation of a mechanism where MONE schools and MORA schools can work together;  
Block grant utilized as a training tool;  
Enforcement of the regulations related to financial management and transparency; and  
Thorough socialization and technical support

## **(2) Importance of socialization**

Socialization should not be disregarded. The evaluation team observed that the inadequate socialization during the first year on the concept of the Project, particularly regarding TPK, had a negative impact until now. TPK in some sub-districts are considered as principals' group meetings with little community involvement. Similar cases were found in Free Education Program. The guideline of the program has already been distributed to each district, however, district officials are not yet confident in procedures of the program including budget items. Misunderstanding of the word of "Free Education" by the community can be also attributed to inadequate socialization.

## **(3) Importance of facilitation / technical Support**

PRIMA-P demonstrated that thorough facilitation and technical support brought definite changes in mindset and behavior of stakeholders. The intensive facilitation and technical support was particularly important in the first 2 or 3 years of the implementation to make the introduced new concept and procedures regular practices. This lesson can be applied in improving management of other education programs of the districts and the province including BOS and Free Education Program.

## **(4) Designing integration of education sector and health sector**

In original roll-out plan of South Sulawesi Development Program, PRIMA-P was sought to be integrated with the one in health sector into one social development project in the second phase of the Project. Under this understanding, both PRIMA-P and PRIMA-K employed a bottom-up planning and block grant mechanism, and intentionally choose the same target districts (Barru and Wajo). The impacts were observed mostly at school and district level where health education was promoted in Action Plan activities, and BAPPEDA took leadership in coordinating two sectors and in promoting bottom-up planning mechanism as one of approaches for district development. However, integration in terms of management and financing for service delivery was found impossible and consequently, in the beginning of the second year of implementation, the decision was made not to pursue integration of the two sectors.

## **(5) Benefits of combining Action Plan Activities (participatory school-based management) and Lesson Study**

PRIMA-P introduced Lesson Study to the schools and MGMP that have already experienced in Action Plan



Activities for a half-year. This experience seems to have raised their readiness in starting Lesson Study. According to the Project team, the following differences were found between PRIMA-P target schools (with the experience) and PELITA<sup>4</sup> target schools (without the experience); such as, school atmosphere and ownership, openness of schools, collegiality of teachers, management capacity of principals, and vision for whole school development.

#### **(6) Designing integration of activities to improve management and quality**

Both Action Plan activities and Lesson Study have shown notable outputs, and additional effects by integrating two models also existed as described earlier. However, it is difficult to evaluate the completeness of “the integrated model” for management and quality improvement. This may be because mutual discussions was not sufficient to draw a scenario regarding what was expected from the integrated model, to what extent the Project should achieve, and how it would be expanded, particularly for the part of Lesson Study.

#### **(7) Activities to support the provincial initiatives**

In designing this Project, it had been assumed that once a good model is established, the provincial education office will eventually disseminate the model and incorporate good practices in their education programs. However, ordinarily, it takes time for the achievement at districts to be recognized and to be well understood by the province as found in PRIMA-P. If the stronger initiatives from the province were sought during the Project period of 3 years, some activities could have been included in the project design which directly meet the needs of the province and support the provincial role as a facilitator such as development of educational profile of the province, and dissemination workshop of good practices not only limited to PRIMA-P. Counterpart training in Japan for provincial counterpart could have further motivated them.

#### **(8) Lengths of the project**

Three years of implementation is insufficient for the new learning to be fully institutionalized and integrated in the existing system, particularly when it needs to tackle the mind-set of the people such as democratic decision-making and transparency. PRIMA-P has achieved the project purpose, and its efficiency is evaluated high, however, it does not reach at the level of the complete institutionalization of PRIMA-P essence, where districts and schools internalize the new learning into their mind and behavior as well as their work processes. If a project aims at developing a model and further expecting the complete institutionalization and dissemination by the counterparts, the project period should be longer.

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<sup>4</sup> In PELITA, which is another JICA-supported education project, Lesson Study sites do not have activities for school-based management.